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ABSTRACT

The main results of the 1960 Montreal Conference on Adult Education, an analysis of the evolution of adult education during this period, and extensions and changes required in the future are presented. UNESCO's role in the development of adult education through international cooperation is discussed. (NF)

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Third International Conference
on Adult Education

Tokyo
25 July - 7 August 1972

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Adult Education in the Context of Lifelong Education

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THIRD INTERNATIONAL CONFERENCE ON ADULT EDUCATION

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Adult education in the context of life-long education

(Basic working paper)

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INTRODUCTION

1. In order to identify the problems of education, to gauge its shortcomings and achievements and to define the lines of development it should follow, it is essential to take account of the present state and the foreseeable evolution of the world in which education moves and has its being. This particularly applies to adult education, which is directly influenced by economic, political, social and cultural changes and which, in turn, may have rapid and virtually immediate consequences, and also long-term consequences, on the life of individuals and communities.

2. The world in which we live is undergoing an unprecedently rapid transformation which inevitably gives rise to contradictions, conflicts, disparities, the questioning of fundamental issues and, not infrequently, the challenging of hitherto accepted and widely respected intellectual, moral and spiritual values.

3. Decolonization is undeniably one of the main aspects of this process of change. Nevertheless - and this is one of the most serious contradictions of our time - the emergence of new States has not been accompanied - far from it - by a corresponding increase in the material resources available to them, whilst the industrialized nations, which are now in a numerical minority, enjoy an ever increasing degree of industrial, technological and economic power.

4. With a view to reducing this disquieting disparity as soon as possible, the United Nations decided to declare the sixties as the First Development Decade. The aim was to undertake, as a matter of the highest priority, a concerted effort in which the States of the Third World would shoulder by far the heaviest burden, but in which success depended on the financial and technical participation and the moral and political support of the industrialized countries. This undertaking, guided and co-ordinated by the United Nations and by all its Specialized Agencies, is now continuing through the Second Development Decade. It is reasonable to hope that this will have a greater impact than the First Decade as a result of the experience and results so far obtained and, above all, as a result of a greater determination and drive on the part of the international community as a whole.

5. Between 1960 and 1968, the world population rose from slightly less than three thousand million to three and a half thousand million, a jump of 17%. This demographic explosion, which is due both to the rising birth-rate and to an increase in average life expectation, is dangerously aggravating the problems of economic "take-off" which confront the developing countries, even though certain of these countries regard population growth as assuring a powerful labour force and hence future prosperity for their peoples.

6. Profound economic and social changes are being brought about by the evolution of technology, especially in the industrialized countries. Here again, however, while a significant section of the population, and even a majority, enjoys the benefits of this evolution, numerous underprivileged groups still exist in various areas; migrant workers and those belonging to ethnic minorities, among whom poverty and ignorance are rife, should also be added to this number. Large sections of the population have been thrown out of work, frequently as a result of technical innovations and changes in social and economic structures.

7. Even as scientific progress triumphs over, or is coming near to triumphing over, the most terrible diseases, even as man successfully continues the conquest of space, the remarkable economic growth of certain countries involves side-effects which may well render life literally insupportable. Overgrown urban agglomerations and the shanty-towns which spring up around them, the destruction of the biological environment, the erosion of arable lands, the irremediable disappearance of numerous animal and plant species, the increasing contamination of water, air, and basic foodstuffs, represent a grievous threat to the physical and mental welfare of modern man. There is nothing surprising, therefore, about the emergence of a growing movement aimed at substituting a struggle for the quality of life in place of innovation for its own sake and expansion at any price - a movement in which (especially where young people are concerned) the anxious search for a meaning to life leads to a questioning of society as a whole.

8. This questioning by no means spares educational systems, which have not evolved at the same rate as those changes which the contemporary world has experienced and is still experiencing.

9. Despite the great efforts that have been made in most countries, the developing countries in particular, schooling is today far from being accessible to all children of school age. In point of fact, 45% of the children of school age in Asia, 50% in the Arab States and 60% in Africa do not attend primary school. This fact is partly explained by economic necessity, which forces children to start their working life before they have reached physical maturity and have been able to acquire an intellectual and vocational training enabling them to satisfy their needs and aspirations as fully-fledged citizens. Having given these children adult duties, society must undertake to give them access to an education which equips them for their status as responsible adults.

10. Education can no longer be limited to a privileged social stratum nor to a specific age group, nor can it be the responsibility of one Ministry alone. As the Director-General stated on 1 January 1970 in his message for International Education Year:

> ".... education is reaching out to embrace the whole of society and the entire life-span of the individual. This means that it must be continuous and omnipresent. It must no longer be thought of as preparation for life, but as a dimension of life, distinguished by continual acquisition of knowledge and ceaseless re-examination of ideas.
>
> But how is education to broaden its bounds in this way if it remains compartmentalized in its internal organization and isolated as a whole from life and society? Not only are the various elements involved in the educational process often poorly integrated, but education as such is still all too often cut off from the rest of human activity."

11. Adult education is one of the key areas of this educational activity and, by its very nature, is firmly rooted in the manifold realities of life and is essentially concerned with man in his environment; without claiming it as a sort of panacea for every ill, one cannot deny that it is a particularly important factor in the broadening and democratization of access to education.

12. But, the broadening of access to education does not mean simply providing, side by side with the existing school system educational facilities for adults who have had no schooling; it means devising new structures that will do away with the frontiers separating formal education from informal education. It means recognizing the need for a life-long education that will teach people how to learn and make it possible for them to supplement and renew their store of knowledge throughout the course of their life. In this context, adult education - for so long at a disadvantage in the matter of budgetary appropriations - must no longer be treated as a temporary expedient aimed at redressing the shortcomings of traditional school education. Designed to provide a means of adjustment to life, it supplements formal education, making it possible to lighten school curricula and contributing to the reform of the methods used in schools.

13. It would be appropriate at this point to consider the main results of the 1960 Montreal Conference, to analyse the evolution of adult education throughout this period and to glance at the extensions and changes required in the years ahead.

I. FROM MONTREAL TO TOKYO

14. Since 1960 the general status of adult education has been enhanced throughout the world. Within a number of Member States it has ceased to be a fringe concern and has tended to become a more or less integrated part of national systems of education. There are today few countries, if any, which do not attach importance to the need of adult education, not only for the sake of improving the quality of the life of the individuals but also, as part of a developmental process, for raising the national standards of living and contributing to community development. On all sides there have been signs of expansion and innovation. The numbers of adults seeking learning opportunities have multiplied several times over. The lack of coherent and systematic statistics on adult education, and particularly of internationally comparable data, makes it hardly possible to quantify this development here. This is a major obstacle, which the conference would do well to consider. It would be a mistake, however, to conclude from the foregoing that the major difficulties in the field of adult education have now been overcome. Adult education continues to post thorny problems - though to varying degrees - in all countries. The situation with regard to the campaign to eradicate illiteracy can serve as an example. The latest statistics indicate that, out of a total population estimated at 2,287 million, 783 million are still illiterate. In Africa and in the Arab States, 73.7% of all adults are illiterate; in Asia the percentage stands at 46.8 and in Latin America it has dropped to 23.6. The highly industrialized countries, particularly those which employ migrant workers, are plagued to varying degrees by illiteracy. Admittedly, though the number of adult illiterates has, since Montreal, increased by 480 million, the percentage of illiterates in those areas of the globe which have the highest illiteracy rate has, for the first time, dropped considerably; this is the result of an attack waged with increased vigour on the two fronts of school enrolment and adult literacy

work. These encouraging facts must not hide from view certain rather sombre prospects: the most optimistic statistical forecasts indicate that unless emergency measures are taken, the number of adult illiterates will, by the year 2000, be not less than 650 million, concentrated in the underprivileged areas of the world.

The developments

15. So complex and diverse have been the developments since Montreal that it is out of the question to describe them in a short space (please see reference document UNESCO/CONFEDAD/4). It must suffice, therefore, to single out those trends and facts which were particularly outstanding and which provide indicators for new directions and greater progress still during the present decade. For convenience, these developments may be summarized as follows:

(a) the emergence of a wide consensus about the vital importance of adult education in the contemporary world;

(b) the increasing acceptance and elaboration of the concept of life-long learning;

(c) an enormous increase in the number of people participating in adult education and in the quantity and diversity of learning acquired through it;

(d) emergence and rapid spread of the concept of functional literacy in the framework of economic and social development;

(e) signs of increasing emphasis on the value of self-directed learning;

(f) a movement towards greater government involvement in the co-ordination and financing of adult education, and the adoption of more sophisticated administrative methods by adult education institutions and its influence on adult education as a whole;

(g) the spread of purposeful, educational, community and cultural centres and residential centres, including farmers' training centres;

(h) improvements in technology, adoption of novel methods and techniques of communication;

(i) the professionalization of the field of adult education;

(j) the development of adult education as an academic field of study;

(k) growing recognition of the need for defining objectives and for a strict evaluation of results;

(l) a notable expansion of international co-operation.

16. Among significant trends in the provision of programmes six have been specially noteworthy:

(i) the introduction of functional literacy programmes;

(ii) increase in the number of programmes for rural populations;

(iii) training and retraining courses for labour and managerial personnel;

(iv) population education;

(v) the education of women

(vi) and, to a certain extent, the education of unschooled or insufficiently schooled youth.

17. During the preceding decade the rôle of adult education in helping nations to effect economic and social changes and in promoting the all-round development of the individual was almost universally acknowledged. Adult education was also seen as having a crucial part to play in helping communities to solve their problems.

18. One of the major contributions of the Montreal Conference was to gain currency for the concept of life-long education. The fact of considering education as a continuous activity clearly entails far-reaching consequences. Firstly, this concept requires a rethinking of the function of school and university education in their traditional forms. The essential purpose of schools and universities will no longer be to impart a sum of knowledge and skills but to furnish pupils and students with the intellectual and emotional equipment to enable them to continue throughout their life to develop the various dimensions of their personality. It has become apparent that schools and universities must, for this purpose, undergo a process of regeneration so as to become responsive to the needs, the aspirations and behaviour patterns of active life. This radical transformation of education can only occur in so far as the present generations of adults change their ideas about and attitudes towards education in general and, more particularly, their own education. In other words, if adults do not possess the means to continue their studies and their training, there will be no thoroughgoing regeneration of education as a whole. It follows that adult education must cease to be a peripheral or intermittent activity, that the whole idea of "catching up" by late starters, which is envisaged purely in relation to school and university education, must be discarded, and that the education of children and young people and adult education are linked together in a continuous relationship. It is indeed obvious that adult education, if it is to be vital and vigorous, must entail a radical transformation of schools and universities and that, conversely, such a transformation can only be brought about if the principles and practice of adult education are transformed through and through. Thus the concept of life-long education has developed and been enriched since Montreal, although practical measures designed to give concrete shape to it are still few and fragmentary and belong more in the realm of out-of-school education than of schooling proper.

19. There is little doubt that the increasing opportunities in adult education and the ever growing number of people participating in it were important steps in the right direction; in several Member States more than 25% of the adult population are actively engaged in organized learning activities during any one year. The variety of subjects and activities sought by adults has also increased in an impressive degree. A special feature of the participation pattern is the growth in numbers of self-activating and self-directed learners, which nevertheless remain very limited.

20. Because of the sheer quantity and complexity of the educational needs of adults in a technological age, it has become necessary that the appropriate services be co-ordinated on a nation-wide scale and administered with maximum efficiency. Financial support from and active participation by several ministries have become essential. The participation of non-governmental organizations in developing adult education has been one of the main features of the recent past. Some Member States have passed legislation guaranteeing statutory support for adult education, especially with regard to occupational training. An increasing number are establishing adult education boards and national co-ordinating councils. Public institutions in general as well as industrial and commercial undertakings are spending significant sums of money in particular sectors of adult education.

21. Many Member States have established centres especially designed for the use of adults. These centres are broadly of two kinds: (a) those which provide general community and cultural facilities, including educational programmes, and (b) those which exist solely to provide educational programmes. In many parts of the world large numbers of residential colleges and conference centres have been opened during the sixties. A trend that has recently become noticeable is to design new educational institutions for use by all age groups so that the claims of life-long learning may be effectively met.

Functional literacy

22. By drawing international attention to the dramatic increase in the number of illiterates throughout the world and by recommending vigorous and concerted action to eradicate illiteracy, the Montreal Conference was, in a sense, the starting point for new approaches and new methods of literacy work which, a few years later, were to lead to the concept of functional literacy. One of the great merits of the Montreal Conference was the fact that it affirmed that adult education forms a whole and that the struggle against illiteracy is only one of the more important and more critical aspects thereof.

23. While the Montreal Conference prepared the ground for new and original concepts in respect of literacy work, it was in Teheran during the 1965 World Congress of Ministers of Education on the Eradication of Illiteracy, that the expression "functional literacy" gained currency as a designation for literacy work combined with socio-economic and vocational training conceived as an element in a development activity. It is an educational approach based on the identification of objectives and problems and, as such, is entirely distinct from the so-called "traditional" literacy work which generally took no account of socio-economic contexts. Functional literacy is not only a method for acquiring skills but also a process for the development of the personality; it is not basically and exclusively a method of making the written or printed word accessible. In this

connexion, it should be pointed out that this concept of the functional aspect in education, although it was adopted by the Teheran Congress, was not the invention of the Congress. For centuries, in fact, it has been the goal aspired to by all educational theorists and the best practitioners, who strive to bring education so close to life as to become part and parcel of it. Education is functional in so far as it systematically attempts to deal with the crucial problems of a given society at a given moment, these problems being of every sort and by no means restricted to those pertaining to material and working life. Moreover, the functional concept stands out in opposition to the static, conservative spirit, and steers education in the direction of constant adjustment to new conditions, to new requirements and means and to different categories of users. Far from being a sort of panacea, the functional concept is establishing itself as a guide for thought and action.

24. The fundamental idea underlying Experimental Programme was to link literacy to development and knowledge to skills. It was in order to verify the value and the possibilities of this idea that Unesco proposed that a World Experimental Literacy Programme should be carried out and should be subjected to rigorous evaluation. In its initial phase, this programme comprised twelve projects in Member States, eleven of them financed by the United Nations Development Programme (UNDP).

25. The programme produced innovations in teaching (cf. para. 97) which would appear to be of interest for all aspects of education. In this connexion, the General Conference of Unesco adopted, at its sixteenth session (1970), a resolution stressing the contribution which the experimental projects could make as regards methodology, to education as a whole.

New ways and means

26. The expansion of adult education has necessitated the large scale mobilization of staff capable of promoting and organizing programmes and of educators able to assist adults to pursue activities of an ever more diversified nature. The sharp increase in the number of administrative personnel, both full-time and part-time, has in turn given rise to a need for appropriate professional training. In many Member States training courses are proliferating. They range from the Masters and Ph.D. programmes offered by many universities, through one year diploma and certificate courses to one-day seminars for part-time educators. The development of operational seminars for functional literacy programmes staff should also be mentioned in this connexion.

27. Partly as a result of the rise of professionalization of adult education but mainly as a result of the need to devise coherent syllabuses for professional training courses, many adult educators are engrossed in developing adult education as a discipline. The volume of research into the many facets of adult education has sharply risen year after year.

28. It became clear that to be efficient both administrators and teachers must be acquainted with the latest innovations in teaching techniques - especially new types of audio-visual and programmed learning devices - and the recent findings of psychologists about how adults learn and the dynamics of group interaction. By using multimedia systems they can now deal with vast numbers of adults with maximum efficiency and at minimum cost either individually or collectively. Recently

inaugurated institutions like the Open University in the United Kingdom, the University of the Air in Japan, the Telekolleg in Germany and Tevec in Canada already serve as models.

29. Within the context of life-long education, the necessity of which has been universally acknowledged, adult education has been increasingly concerned, to foster the development of the individual's productive capacity by training and refresher-training courses, to contribute to the development of human relations and to the respect of human rights, and to assert the ideals of peace and international understanding.

30. Progress towards common agreement in the aims of adult education has been stimulated by the formation during the past decade of many national and regional adult education associations and literacy committees and such measures to foster international co-operation as the exchange of specialists, the launching of new professional journals and a tentative beginning of the study of adult education in a comparative perspective. Several international and regional associations have been formed including the International Congress for University Adult Education, the International Committee on Correspondance Education, the Adult Education Committee of the World Confederation of Organizations of the Teaching Profession and the African Adult Education Association. At least five new international journals have made their appearance. Useful bibliographies have also been produced including one on African sources.

31. The scale of multilateral and bilateral aid has sharply increased since 1960; it is noticeable, however, that aid has less and less been granted to general purposes and more and more to selected development-oriented projects.

32. Delegates at the Montreal Conference were able to look back upon the period since the Elsinore Conference with the satisfaction that despite some disappointments there had been an encouraging advance in many sectors of adult education. Through their deliberations and their final recommendation they pointed the way to a more rapid advance during the next decade.

33. Subsequent developments have not betrayed their hopes. However, given the ever increasing needs for adult education, especially those brought about by the demands of economic, social and cultural development, and a number of critical problems of all kinds, it is necessary to recognize the main weaknesses and inadequacies noted during the past decade in this field. Only thus can adult education acquire a fresh impetus and be in a position to meet the urgent needs - while taking advantage of the vast possibilities - of the historical period which begins with the Tokyo Conference.

Shortcomings and obstacles

34. Although opinions vary greatly on the relative importance of the shortcomings, and even deficiencies, of adult education during the period between the Montreal and Tokyo Conferences, the following may be mentioned by way of example. Some of these are of a conceptual kind while others, at the technical and practical level, result from conceptual deficiencies:

1. adult education is still all too often insufficiently geared to (a) economic and social development priorities, (b) efforts to improve the material and cultural life of individuals and society, (c) democratization of education and of societies;

2. the fact that general acceptance of the concept of life-long education has not resulted in substantial reforms of formal education has hindered the development of adult education and its incorporation in a global educational system;

3. adult education has largely remained the concern of educators and has not been made the subject of systematic and pluridisciplinary investigation and practice;

4. the number of those who have benefited from adult education has not been sufficient, nor have they participated to a sufficient extent in the conception, administration and application of the teaching designed for them;

5. despite significant advances in respect of literacy work which are reflected in a lower rate of illiteracy, the absolute number of illiterates has continued to increase because of population growth;

6. development and modernization programmes rarely include an adult education component, a fact which testifies to an underestimation of the rôle of education as a factor for technical and social change;

7. international aid and co-operation have been inadequate, both quantitatively and in their application.

35. Among the main obstacles which have hindered the development of adult education, mention may also be made of the following:

(a) the all too frequent lack of policy and of laws or regulations requiring the public authorities, local authorities in particular, to provide for adult education, either directly or indirectly by encouraging the mobilization of non-governmental resources and means;

(b) the general tendency to plan and organize adult education activities in a discontinuous and fragmentary manner;

(c) the inadequate funds allotted to adult education, and the insufficient use made of various programmes and resources which can contribute to the organization of adult education, inventories of such programmes and resources being rarely compiled;

(d) the inadequate participation of those socio-economic sectors directly concerned with adult education, more especially as regards material and human resources;

(e) the lack of co-ordination between ministries, and between governmental, non-governmental, and planning activities;

(f) the lack of competent administrators and organizers;

(g) the inadequacy of opportunities for training adult educators, particularly in the use of the various modern educational media and methods;

(h) the inadequate use made of new teaching methods and techniques;

(i) the frequent lack of adequate buildings and installations and the failure to make use of existing resources.

36. These shortcomings, inadequacies and obstacles in no way detract from the obvious progress made in adult education since the Montreal Conference. The following pages are concerned with future trends in adult education, the alternatives to be considered and the choices to be made.

II. PROSPECTS

37. Since our aim is to encourage far-reaching discussion of both long-term orientations in adult education and more immediate tasks, it is only normal that we should list different and sometimes conflicting points of view, problems rather than remedies, questions rather than assertions, hypotheses rather than certitudes and, in any case, that we should offer no "take-it-or-leave-it" solutions.

38. The question is whether adult education, through its development and its renewal, can help to solve the overall educational crisis and foster economic, social and cultural development and, if so, how it can do so.

Origins of the crisis

39. There is general agreement as to the urgent necessity of effecting basic changes in the organization, content and methods of education, but the primary issue which arises is whether this can be done without calling into question the very aims of education.

40. Some think that the education crisis has its roots in a society which is based on an "élitist" concept and on the appropriation of economic and political power, and which therefore engenders and sustains educational systems liable to perpetuate the primacy of material values and privileges - systems which, by their very nature, are inimical to any democratic transformation aimed at making the search for human happiness the fundamental goal of the social structure.

41. The main cause of the crisis may also be attributed to the lack of harmonization between, on the one hand, the requirements of a rapidly evolving society and, on the other, educational systems devised in another era and in relation to out-dated knowledge and techniques. More especially in the countries of the Third World, it is generally evident that the educational systems based on foreign models

inherited from the colonial past are not adapted to local conditions and to the specific transformation and development objectives and are intended for only a minority of the population. Moreover, the "green revolution" and other forms of agricultural modernization have generated needs among the rural populations which the methods, means and staff of adult education have been powerless to satisfy, overtaken as they were by these changes.

42. Finally, the problem may be approached in the light of more technical considerations and solutions may be sought through the improvement and modernization of educational methods and through the quantitative expansion of education.

New bearings

43. In spite of wide differences of opinion as to the basic causes of the educational crisis, several seminal ideas concerning its reform are gaining increasing acceptance and will probably condition its evolution in the years ahead. Thus, it is generally agreed that education must be:

accessible to all, acquired and not imposed, with the individual playing an active rather than a passive rôle;

a permanent element in life and no longer a preparatory stage for adult life;

an essential factor for the improvement of the human condition, at the level of both individuals and communities.

44. These seminal ideas therefore relate to the democratization, continuity and functional quality of education.

45. Underlying all these concepts are the basic concerns of adult education, which has frequently been regarded as no more than a type of education designed to provide adults with the advantages of an education they had been unable to obtain or continue for various reasons when they were of school age.

46. Is not the concept of life-long education the product of the preoccupations of adult education even to the point of frequently and wrongly being regarded as the same thing?

47. Is it not safe to say that the very purpose of adult education is to be functional, in so far as one of its major tasks is to provide adults with the knowledge and skills required to solve the problems inherent in their situation, by reference to a variety of objectives? Is not functional literacy as conceived and practised in the pilot projects of Unesco's World Experimental Literacy Programme a striking example of the rôle which adult education plays in improving the human condition within the framework of economic and social development?

48. Before considering the prospects for adult education development within the context of these three concepts, it should be noted that these concepts are not merely closely linked but are also interdependent. It is surely a fact that

education, if it is to be democratic, must be extended to all parts of the world and to all social strata and all age groups - in other words, it must be life long. Similarly, can it be effectively functional unless, in addition to being geared to objectives and the solution of real problems, education is aimed at the largest possible number of individuals at every stage of their lives - in other words, unless it is both democratic and life long?

49. It has been noted with regret:

that there is frequently a lack of continuity and liaison between formal education and adult education;

that the efforts of numerous governments to encourage the education of children and young people have resulted in adult education being treated as a 'poor relation';

that, in spite of the progress achieved, adult education is still peripheral and discontinuous.

50. Should the reaction to this situation be to advocate the systematization of adult education with a view to incorporating it in a single educational structure largely based on that of formal education? It may be wondered whether this view is in line with either the facts of the situation or the aims pursued.

51. If we consider the knowledge genuinely acquired rather than the amount of knowledge imparted, if we consider the effectiveness of the two forms of education rather than the funds allotted to them, then adult education, despite the serious inadequacies and handicaps from which it suffers, may cease to seem as marginal as is sometimes alleged.

52. Moreover, if education as a whole has to be reviewed in the light of life-long education, should this not be done with due regard to the concepts, methods and approaches of adult education as well as to those of formal education?

53. It may be asked whether school education, in its present state, hamstrung as it often is by institutional and bureaucratic constraints, is best equipped to incorporate changes and innovations, to become more functional, to adopt a democratic spirit, or whether, on the contrary, this is not rather to be expected of adult education, which profits precisely from the absence of bureaucratic institutions and traditions, from its pragmatism, its accessibility to modern communication media, its day-to-day contact with the problems of real life in all its aspects, and its greater receptivity to the aspirations of the broad masses of mankind?

Towards an educational society?

54. The creation of more and better schools, the training of more and better teachers, the introduction of more adequate programme content and the utilization of more modern teaching methods are all essential, though not in themselves sufficient conditions for the implementation of educational reforms.

55. Some people impugn education as a consumer item and an element of economic privilege and social prestige, and impugn the school as the main institution in the educational process and teaching as an exclusive profession. Supporters of this point of view cite the highly diversified nature of adult education as evidence that there are many ways of learning, many settings which furnish an opportunity for learning and many things and experiences which possess an educational value. In their view, the best teacher is not in any case the professional teacher alone; he may be a man coming from a given socio-economic background, a man who has mastered a particular technique, who has himself undergone the difficulties confronting those to whom he communicates his knowledge and the fruit of his experience. Teaching is not necessarily restricted to an individual but may with profit be carried out by a whole group. The idea of education which is received as a result of school attendance and contact with teachers should make way, in the view of those favouring this alternative approach, to a more dynamic concept of the acquisition of knowledge, the quest for knowledge throughout the whole of a lifetime either individually, or through mutual instruction among equals. Pluri-disciplinary teaching must take the place of specialized courses which, unrelated to each other and sealed off by ever more esoteric methods and vocabularies, lead to an incapacity to achieve global comprehension of basic problems, encourage the monopoly of knowledge, consolidate a closed academic caste and hence thrust the vast majority - the uninitiated - aside. Nor should the selection of programme content remain the privilege of the authorities; on the contrary, it must be decided on in collaboration with those for whom it is intended and in the light of their needs. If education is to become democratic, life long and functional, it is surely necessary to envisage the gradual replacement of the concept of school by that of the educational society.

Priorities and means

56. This may not be the place to choose between extreme positions, but it seemed necessary to mention the various possibilities, even the least orthodox - in so far as the idea of orthodoxy has any place in this field.

57. It would seem that adult education activities must be primarily aimed at the democratization of education in the most concrete sense, that is to say by making it available first and foremost to those who need it most; the struggle to eradicate illiteracy which will inevitably continue and be intensified, especially in connexion with the Second Development Decade, to the success of which adult education should be able to make an effective contribution; general, political and cultural education; the introduction of the necessary changes in the socio-economic structures; economic growth; employment; the development of rural areas; the dissemination of technology and science and, where it is needed, family planning.

58. In order to develop and achieve the utmost effectiveness, adult education will seek to become as functional as possible - in other words, its methods and content must be adapted and diversified to whatever degree is necessary in accordance with the objectives to be reached, the problems to be solved and the needs to be met. Far from applying solely to the 'utilitarian' sectors, such as production and vocational training, this functional quality or rather these functional qualities will extend to scientific, physical, economic and political education, the use of leisure, family responsibility and, in short, to every aspect of existence.

59. It is important not to draw distinctions, as has too frequently been done, between a type of education intended in the main for men and one specially designed for women, which confines them to circumscribed fields such as home economics or certain handicrafts. To show how harmful such a differentiation is, it is enough to point to the essential rôle that women play in agriculture in many countries and how important it therefore is that women should be given a grounding, just as men are, in the technical innovations in this field. This in no way precludes the possibility, in the functional approach to education, of women or men or even specific age groups having access to aspects of knowledge which are more specifically associated with the particular tasks they have to perform in a given context.

60. By serving the greatest number, diversifying by means of its functional approach and constantly improving itself, adult education should contribute to the regeneration of education as a whole. The final proof of its success along these lines will come when one no longer speaks of school and out-of-school education, but only of life-long education; when education has been extended to everybody everywhere, there will no longer be any need to emphasize the necessity of educating particular groups in society. This, of course, is a distant prospect and for the present decade at least the concern for adult education is likely to continue. It is therefore appropriate to consider some of the contributions which may be made to it in the years ahead.

61. It would seem desirable, if not essential, that adults' participation in their own education should become more definite, more intensive and more diversified, so as to make it more effective and so that it may become a genuinely democratic undertaking, alike in its aims, its conception and its practice; adults have a particularly important part to play in identifying their educational requirements, in establishing programme content, in administering educational institutions, in the learning process itself and in the evaluation of results.

62. A substantial contribution to adult education might come from establishments of formal education: primary, secondary and technical schools, universities and research institutes. Formal education systems suited to produce men and women from their earliest years able and willing to go on learning throughout life help to ensure the success, and are the precondition, of adult education. Consequently, it is important to ensure that adult education is not absorbed by formal education in the course of their close co-operation, thereby forfeiting its essential advantages (see para. 61 above). On the other hand, the contact with adult education will oblige formal education to face up to the need to adapt to the non-school world, i.e. it will have to stop being merely centripetal (pupils "going" to school) - it will also need to become centrifugal i.e. to penetrate the living community.

63. Just as a good school training is, as we have just seen, essential to the future education of adults, a good pre-primary education is the only way of ensuring the success of all subsequent education. This brings out the crucial importance of the parents', and particularly the mother's rôle in the educational process, which means that adults must be trained for their rôle as parents.

64. It is highly desirable that the major organizations grouping workers and farmers, women and young people should take a direct and increasingly large part in all aspects of the development of adult education.

65. Similarly, we may hope and expect that the economic sector, i.e. firms, government programmes to combat unemployment, agrarian reform programmes, industrial and agricultural co-operatives, consumer co-operatives and development programmes, and also the mass media will take a more active part than has hitherto been the case in certain types of adult education.

III. POLICIES FOR THE DEVELOPMENT OF ADULT EDUCATION

A. Planning, Administration and Financing

66. Once the general policy lines for adult education have been laid down, it is time to start examining the policies to be implemented in such key fields as planning, methodology and training of personnel.

1. Planning

67. The purpose of educational planning is to propose a set of alternatives, specifying, in each case, the implications in terms of the material, human and financial resources required, and the pros and cons. The proposed alternatives should also relate to areas with priority for investment, so as to produce an optimum effect on educational efficiency and consequently on the nation's economic, social and cultural development.

68. The concept of life-long education implies co-ordinated planning of both the formal system and adult education. Hitherto there has been very little sign of such co-ordination, partly because the diffuse nature of the ensemble of adult educational activities in a country makes central planning a difficult task, different from that of formal education, and partly because the governmental agencies responsible for the administration of adult educational activities are themselves often numerous, and separate from the Ministry responsible for formal education.

69. Even though our thinking and our choices must be oriented towards life-long education, we must not act as if life-long education were already a fact. There is no alternative but to reason in terms of actual conditions which, shifting though they are, do impose certain constraints. The important thing would seem to be to take full advantage of current theory and practice in educational planning and to innovate in those cases where circumstances and needs on which the planners' attention has not yet been focused arise.

70. The planning of adult education implies the prior existence of a clearcut policy for adult education, based on the answers to a number of fundamental questions:

1. What are the priority objectives?

2. Who should determine them?

3. Should all adult education activities be planned or only those directly related to the priorities of national development plans?

4. At what level should the planning be done?

5. Who should be responsible for this planning?

6. According to this approach what will be the rôle of public or private organizations concerned with adult education in its various forms and in particular the rôle of adult education boards?

7. Which cases are appropriate for long-term, medium-term and short-term planning?

Objectives and alternatives

71. In defining the objectives for the various types of adult education, consideration must be given to the quantitative and qualitative demands of the labour market, the real needs, and aspirations of the population and the general direction taken by the country's cultural policy. Once these objectives have been defined, the different alternatives available in each case, and the many ways in which they can be combined, should be considered. The solutions may be in-school or out-of-school or a combination of the two. They may draw upon the traditional elements of the school system and/or upon new technology including the mass media. For example, refresher training or retraining can take place at a specialized institution or at one or more commercial enterprises. It would be preferable, at least in theory, if the choice between these different alternatives could be made on the basis of the recognized criteria of cost-effectiveness and optimization of inputs.

The levels of planning

72. As the individual is to play more an active than a passive rôle in adult education, the aim of such education is to foster individual efforts and to provide them with the necessary pedagogical support. To take a prosaic but valid analogy, the planning of adult education is like that of a transport system: one has first to know what the demand transport is, i.e. the flow of passengers who want to go from one place to another with a certain frequency and during certain hours, and the means of transport available (inputs) can then be organized to satisfy those needs as far as possible.

73. This implies that an exhaustive inventory of educational inputs, including "potential" inputs, must be carried out at regular intervals, together with a survey of the educational needs of each group of the adult population.

74. These educational needs are as numerous as they are diverse, so that as far as adult education activities at grassroots level are concerned, micro-planning should be possible. However, major policy decisions, the overall

co-ordination of curricula at all levels and the provision of the support services and resources needed to give adults a sound education, should be dealt with at national level.

75. However, there are cases, such as a national Open University or University of the Air, which obviously must be centrally planned, organized and controlled. Likewise services such as research and the printing of books, etc., are usually more appropriately planned at national level, and planning for the training and supply of adult educational staff is best carried out at the national level, or for Federations and large countries, at State or regional level.

76. Because of the important part which voluntary and private organizations have to play in adult education, their work should be co-ordinated with that of public authorities, and they should be brought into the planning process. The practice in some countries of treating public and private formal education as two separate systems is in itself questionable, and in adult education quite inappropriate. Where willingness to help with adult education exists among private organizations it is only sensible to embrace them in the total effort, especially as they often constitute a supplementary source of resources for an under-financed educational activity.

77. P.H. Coombs, in a paper on the planning of out-of-school education which he submitted to a recent expert meeting, suggests an approach to the planning process involving a diagnosis of a particular milieu in order to define the needs of a specific population and the effective possibilities for educational action. This approach requires an interdisciplinary method. The educational planner must call upon other specialists and planners who should take into account the various groups in the population, each with its particular learning needs and its specific rôle in development. At this stage, there should be active participation by the users in the formulation of programmes. Delivery systems for educational products adapted to local conditions must also be designed. The next stage involves drawing up the plans for implementation, evaluation and continuous adjustment. Evaluation is considered the crucial element in the planning process since it is an indispensable means of constantly improving the results. The planning process and the different stages outlined by P.H. Coombs are similar to those for pilot projects in functional literacy. In his approach, micro-planning takes into account many educational, psychological and sociological factors which macro-planning has a tendency to neglect.

78. Before the planning of adult education can be undertaken, it should be clear what such planning implies in terms of institutions. Two different and opposing currents of thought have been expressed in this regard. The first aims at de-institutionalizing adult education; the second, on the contrary, seeks to develop and strengthen its institutional structures. Acceptance of the first of these hypotheses does not mean purely and simply suppressing all existing institutions and refusing in advance to create others, but rather giving primacy to learning and learners over institutions. For exponents of this viewpoint, the individual, not the institution, is at the centre of the learning process, and the rôle of adult education consists then in bringing about self-teaching situations where the individual is no longer a passive but an active part of the educational enterprise, with the power of choice and decision as to the content of his training.

Moreover, the institutional framework matters less than the situation, since any situation has an educational dimension.

79. At the same time, a powerful movement has developed in favour of multiplying the number of institutions of an educational nature, most of which have both an educational and a cultural character. In practice, it is often impossible (and undesirable) to establish strictly defined goals for, and barriers between, educational institutions and cultural ones. Are a cultural centre, a museum, a library, a film club, a discussion group, cultural or educational institutions? Both at once, it would seem.

Planning the provision of physical facilities

80. With the limitation of available funds, and the irregular times at which adults are available for education, separate accommodation solely for adult education is at times hard to justify. Many adult courses are conducted in premises designed for other purposes, especially formal schools. There are educational planners who carry this one stage further and talk in terms of something like an educational community centre, which is designed jointly for formal and such adult educational activities as need to be conducted in a building. Intensification of utilization of expensive capital facilities is constantly being sought by educational planners, for obvious reasons, and the co-ordination of formal and adult education in this manner contributes to such intensive use, and at the same time can be one of the means leading towards an interpenetration and harmonization of programmes, materials and equipment.

2. Administration and financing

81. In order to meet the needs of diverse situations a considerable amount of administrative decentralization would seem to be necessary. The curricula would be planned, organized, implemented and evaluated at local level, with only overall co-ordination being dealt with at central level. This implies a high degree of flexibility in administering and financing adult education.

82. An examination of the present situation reveals that the administrative organization of the traditional adult education system, with its staff, procedures, rules and methods, was not designed to deal with the tasks which its renewal in the context of life-long education today requires. Formerly the administration tended to be identified with the rôle of monitor, supervisor and inspector. Today, an administrator must know, above all, how to draw up plans, supervise their implementation, co-ordinate many diverse activities, ensure the evaluation of the results and promote innovations.

83. As the administrator's principal task is to establish a relationship between several inputs, he must be familiar with the system as a whole and the functioning of its different components. Moreover, he should be in a position to ensure the co-ordination of these activities with those of other bodies in order to facilitate the carrying out of interdisciplinary and interagency projects of mutual interest. He should also know how to use feedback, to adapt and correct his programme on this basis. An administrator must also be capable of enlisting the participation and help of a variety of different groups in adult education.

84. The resources for adult education, whether derived from the public or private sector, vary from one country to another. It has been estimated that in certain highly industrialized countries, notably in the USA and the USSR, the total resources, physical, financial and human, allocated to educational activities for adults are nearly equal to the total spent on the formal school system. On the other hand, in the majority of Member States, the portion of the budget earmarked for adult education is negligible; in these countries, adult education programmes are all too often considered a luxury which can be indulged only when all other needs have been satisfied.

85. The problem of financing raises, in the first place, a question of principle. Should there be, from a financial point of view, a special strategy for adult education? Or would it not be better, in the context of life-long education to think in terms of a broader strategy covering every type of education regardless of age level - whether general education, vocational training or the raising of social and cultural standards - and to consider proportionally the quantity and quality of the services that each is in a position to offer?

86. Until such time as the context of life-long education becomes a reality, it is essential to take into consideration the specific requirements of adult education. The need to increase the resources assigned to it is all the greater inasmuch as adult education must satisfy the immediate and long-term interests of individuals, groups and the communities to which they belong, and entire societies.

87. As to who should finance adult education, responsibility seems to lie firstly, but not exclusively, with the public sector at the different levels of government, from State to local, whether through direct financing or through subsidies and preferential arrangements for institutions in this field. As regards other sources of financing, a considerable number of questions call for an answer. What, for instance, should be the contribution of such social or socio-economic bodies as trade unions, co-operatives, and credit societies which have adult education activities or benefit directly or indirectly from them? What financial contribution should commercial enterprises or agricultural and industrial concerns make to the in-service training of their employees or the further training of their senior staff? Is it possible or even desirable to find ways of combining official and non-governmental financial aid? Is there not a case for appropriate legislation or regulations to encourage the participation of local communities and enterprises in financing adult education? Should the trade unions not make it general practice to include among their demands the demand that employers finance educational activities, training and further training during working hours and by means of study leave, at the same time seeing to it that the employees have a guaranteed say in decision-making with regard to the content and organization of such activities? Might it not be advisable to look into the possibility of loans for individuals or firms desirous of branching out into adult education? Could not national or foreign companies engaged in large-scale public works be encouraged to set aside a portion of their total budget for the training of the staff needed for the implementation of these projects? Finally, might there not be grounds for considering whether the learners themselves might make a financial contribution and, if so, whether this should become the general rule or whether each case should be considered on its own. Is it appropriate to establish, for this purpose, a distinction between different types of adult education, say for

example, between one form of adult education which might be called a consumer product or another which deserves the name of investment, as in the case of economic development enterprises?

88. What criteria should be used to decide which individuals or organizations may benefit from direct or indirect assistance from the State?

89. Another series of questions relates to the means of action which should have priority in receiving State financial aid: staff, buildings, equipment, teacher training. Finally, it is important to specify how State financing should operate - what should be the criteria and the procedures whereby the funds would be distributed to adult education institutions? Does the answer to this question lie solely with the public authorities or should some form of joint management be devised in order to bring in the various organizations concerned?

90. The question being currently asked is whether it might not be advisable to invest as a matter of priority in fields such as the production of inexpensive technical aids which may have a positive impact, both short-term and long-term, on the effectiveness of adult education, so that priorities in spending do not in most cases, have the effect of condemning adult education to stagnation.

91. The general neglect of adult education in educational policy has led to a considerable accumulation of unanswered questions on the planning and financing of adult education, as is indicated by the several questions posed in preceding paragraphs. Thus it is to be hoped that a part of the priority attention which will be given adult education will be a considerably stepped-up research inquiry into issues of planning and financing adult education.

92. The rôle of international aid in the financing of adult education is treated in the part of this document entitled "International co-operation".

B. <u>New methods and techniques; use of the mass media</u>

93. It would be inappropriate here to draw up a list of the various methods and techniques currently in use or suitable for utilization in adult education and of the numerous ways in which the mass media can be employed in this field. Instead of recommending the adoption of any one of the many possibilities available, it would perhaps be preferable at this stage to put forward certain subjects for thought concerning the orientations and alternatives as regards adult education methodology, keeping in mind its specific requirements and aims.

94. In other words, what are the methodological approaches implied when one sets out to democratize adult education, to ensure that it is not merely education <u>for</u> all but also education <u>of</u> all, and to ensure that it is more accessible than hitherto to those who most need it? Obviously there is not one answer to this question but rather as many answers as there are situations. It seems obvious, nevertheless, that to attain the objectives listed above, it is not enough merely to improve and extend the use of the methods employed so far, but that it will also and perhaps above all be necessary to envisage profound methodological changes and innovations. This should be possible because the field of adult

education, which has been the source and the testing ground of many new ideas and practices that have subsequently enriched other forms of education, possesses incomparable faculties of creation and adaptation.

1. The ecological approach

95. One should mention, at this point, the original and very promising approach elaborated in the functional literacy pilot projects forming part of the World Experimental Literacy Programme. Called ecological because it relates to the fundamental question of the relationship between man and the environment, as does biological ecology to the relationship between living things and their natural setting, it applies both to the conditions of the developing countries and those of the industrialized nations.

96. The three main and interdependent purposes of the ecological approach in adult education are to adapt education and training of the population to the real problems of a changing environment with a view to accelerating its transformation and development, to give an educational function to the environment and to obtain the participation of the adults concerned in every aspect and at every point of the educational process.

97. This approach is based on the thorough knowledge of the living and working environments, on the understanding of the main objectives of these environments and of the people who compose them, on an identification of the problems to be solved in order to attain these objectives and, finally, on the working out of answers which will have to be translated into educational programmes and contents. This approach gives the environment, considered as a set of interactions, a distinct educational function; man transforms himself in it at the same time that he transforms it; the idea is to learn and to train while solving problems in real live situations.

98. This implies the need to go beyond traditional educational practices, because in the traditional approach, programmes and contents are the basic pedagogical aims and not the means in a continuing educational process. It is essential to be aware of the aspirations of individuals and groups and of their own conception of their training needs, their actual needs or the latent needs which an appropriate education should be able to bring out by making adults more conscious of them, by getting them to think about these needs. As a result, one of the major methodological concerns should be with the elaboration of methods and instruments for investigating the environment in which an educational project is to be established, so as to make sure that whatever educational action is undertaken answers real needs.

99. 'Tailor-made' education, education which answers needs, should be diversified not only in its purpose and its contents but also in its methods and its techniques. A pedagogical method represents the trajectory of an educational action towards its objective, i.e. towards the solution of problems. Solving a problem means marshalling the appropriate elements of knowledge and skills drawn from traditionally separate fields and focusing them upon the problem; the effort necessary in such an approach to analyse, synthesize and integrate new knowledge

and ideas develops initiative to the highest degree, gives structure to thinking, teaches how to reason, to evaluate and to transfer experience to different situations.

100. In this approach the elements which are taken into consideration in the establishment of a method are basically the educational needs, the training objective or objectives, the influence of the environment and the resources available - human, material, financial, institutional, technological, educational etc. The choice of the technological means to be used or the many possible combinations of these does not depend on a preconceived idea but exclusively on the needs and the possibilities of educational action. No means whatsoever is discarded a priori. It is not a question of innovating at all costs, nor of avoiding innovation, but of determining with the greatest possible degree of precision, what, at a given moment, under given circumstances, in a given environment and for a given set of people, corresponds best to what is feasible and necessary. Systematic evaluation built into each stage of the educational process should make it possible to introduce any in-course adjustments and innovations which may be required.

2. Modernization of adult education

101. The development of adult education presupposes the clearest possible definition of objectives and a better use of existing resources. The need (a) to make education accessible to the greatest number of people, at less expense, (b) to obtain the participation of adults in the orientation, elaboration and implementation of programmes, (c) to ensure the highest degree of efficiency in education, and (d) to create favourable conditions for evaluation by making the feedback. process as systematic as possible, presupposes use of all the most efficient and economical technical resources and human and mechanical aids to learning i.e. of what is called educational technology, of which adults have not benefited enough so far in industrialized countries and even more rarely in developing ones.

102. The adoption of modern media produces, as we know mixed reactions, the most extreme being either to regard them as a series of ill-assorted gadgets with no real impact and capable only of creating unfounded hopes and of laying bitter disappointments in store or to see them as the panacea for all ills, capable of solving all problems under all circumstances and in all places.

103. Educational technology offers a very wide range of media and of combinations of media, some new, some old, which open practically unlimited possibilities to education in general and to that of adults in particular. Its main characteristics could be listed as follows, not in order of importance:

it is centred not on the teacher but on the learner, favouring learning rather than teaching;

it highlights the "multi-media" approach: radio, television (closed circuit, slow-scan, on special wavelength etc.), correspondence courses, special textbooks, distribution of recordings on cassettes and video-tapes, programmed instruction sheets, teaching machines, computers, etc.;

it lends itself both to group work and to individual learning activity and ensures that interpersonal relations are preserved;

it modifies the rôle of the teacher, who becomes responsible for analysing the content of the programmes, up-dating them and transforming them into self-education aids, and maintaining direct contact with the student to stimulate him and help him in his training;

it provides for feedback and makes for participation by the learners in the instructional process and in its conception and programming;

it renovates educational methods in many ways: division of the intellectual content into small sequential units acquired in successive stages, use of simulation processes and of games in the educational process, etc.;

it has a strong multiplier effect and offers the beginning of a solution to the dilemma of increasing educational needs and demands and inadequate financial resources;

it uses various technological media (sophisticated, intermediate and simple "basic" technology) usable in the framework of strategies differentiated according to level of economic development, resources and educational systems.

104. The latter characteristic is particularly important in view of the fact that while the modernization of education is a preoccupation of all countries, they do not all have exactly the same needs and the same financial and technical resources and must therefore choose which of the media available best correspond to their specific conditions and to their possibilities.

105. Given the great diversity of factors affecting this choice, there is no universally applicable solution; for instance, although a highly industrialized country may possess the financial, technical and intellectual resources permitting it to make general use of sophisticated techniques, this does not necessarily mean that this technology corresponds best to all conditions and needs, and to all the groups of adults concerned. Perhaps, on the contrary, it would be advantageous in certain cases to use intermediate technology. Furthermore, the lack of appropriate resources which is characteristic of the great majority of developing countries does not mean that they must forego, in advance, all forms of advanced technology; several of them, as a matter of fact, have chosen to adopt some of these techniques in the framework of a kind of shock strategy of speed-up measures to provide a short cut to development.

106. We have seen that there exists a relationship between the level of development and the type of educational technology which could and should be used. Advanced communication media - educational television, teaching by computer, for example - imply considerable investments and the setting up of an infrastructure of broadcasting and reception; furthermore, when sophisticated technologies are introduced, at least as much in the way of human and economic resources should be set aside for the preparation of the contents to be transmitted as is set aside for the equipment. It may prove useful to try to define the minimum economic capacity and technological receptivity required for the use of new sophisticated

technology. This technology also raises deep socio-cultural problems, about which Mr. Henri Dieuzeide has said that "the difficulties met with up till now primarily involve ill-suitedness of some techniques to the type of society they have been grafted on or arbitrarily introduced into. When grafted, they disfigure without transforming. When arbitrarily introduced, they tend to have a disruptive effect on the fragile educational systems of these countries, rather than one that furthers their development."

107. The aim in developing intermediate technologies is to bring technological development closer to existing social, economic and cultural structures and to avoid the distortions which the introduction of sophisticated technologies in developing countries tends to create, especially when it is localized in urban areas, thus accentuating the differences between the urban and the rural milieux. The development of an intermediate technology is of interest to all forms of education and particularly to adult education, in so far as it fosters the spirit of technological invention and creation geared to development. The main aim is to prepare methods and to develop equipment for evaluation and feedback, and techniques of collective work. What is essential in this approach is to make education more fruitful by means of technological research without crushing it under the weight of its equipment. The choice between sophisticated technology or intermediate technology implies an option between a strategy of shock and abrupt change and a strategy of gradual modification.

108. Because of its simplicity and diversity and its moderate and sometimes even negligible costs, "basic" technology can be extremely useful to adult education in all countries, from the most highly industrialized to the least developed. There is something particularly democratic about it because it enables close contacts to be established and maintained among individuals and groups. It is doubtful whether adult education can develop without fully exploiting this type of technology. It uses such well known devices as rural newspapers, amateur films and sound recordings (super-8 cine-cameras, cassette recorders) off-set printing, instruction cards and master cards (programmed instruction) etc.

109. Special attention should be paid to defining and implementing coherent policies for the use of the mass media in adult education in the widest meaning of the term: the allocation of wave lengths to radio and television stations particularly concerned with adult education and of broadcasting time for programmes of educational and cultural value; the establishment of special publishing houses for the production of inexpensive educational materials or the issue of special series by existing publishers; the development of library networks; the organization of film clubs and of media users' associations; the fostering of an awareness among the management and staff of press, radio and television of the needs and possibilities of adult education, etc.

110. Referring to audio-visual media as a factor in the modernization of communication and of education, the Director-General of Unesco has said that "they certainly are, at present, the instruments around which should take place the technological revolution, which I consider indispensable. They should not be thought of any longer as mere aids; it must be acknowledged that they have a more and more essential rôle to play in modern education. They must, it seems to me, be an integral part of education for the simple reason that they are an integral part of information, that is to say, of life. (René Maheu: "La Civilisation de l'Universel", Laffont-Gonthier, 1966.)

111. The impressive progress made in the direction indicated above shows that this message has been heard. It may also inspire the discussion at the Tokyo Conference when it examines this essential aspect of the quantitative and qualitative development of adult education in the years to come.

C. Mobilization and training of the staff required for the expansion of adult education

112. There is general agreement that the numerical shortage of staff represents one of the main obstacles to the expansion of adult education, notwithstanding the significant increase which has taken place of late. Another fundamental obstacle is the lack of training facilities for such staff.

113. The recruitment and training of administrative and teaching staff for adult education give rise to problems which are all the more critical in that the expansion of adult education calls for many more staff, staff moreover with highly diversified knowledge, experience and skills.

1. Mobilization

114. In the light of this situation, it may be asked whether in mobilizing the essential human resources, all those members of society capable of participating in the development of adult education are in fact called on or whether, on the contrary, an unduly narrow idea of adult education prevails. The significant extent to which participation by adults in their own education, together with group work, may contribute to a solution of these problems is sometimes overlooked.

115. Only when the adult educator is no longer seen as a teacher, whether professional or amateur, who devotes himself to teaching a certain number of subjects to adults can the very extensive human resources latent in every society be mobilized.

116. Precedents exist in various fields. To mention only a few examples, there are the large-scale movements concerned with physical education or sport, with first aid or the protection of nature or, again, there are the political parties, trade unions and co-operatives. With the assistance of a mere handful of professional staff, these continually provide on-the-job training for tens and even hundreds of thousands of trainers, instructors, teachers and militants of all kinds and thereby establish a profitable and uninterrupted training chain reaction.

117. A number of professions and occupations are essentially educative, but those concerned are not always aware of the fact and do not develop their educational capacities because their training has not taken into account to a sufficient extent this educative element. A wealth of potential educators, - workers, technicians, farmers, co-operative members - are to be found in every milieu and every community.

118. In respect of the "Green Revolution", all the higher level staff concerned with organization, distribution of material and application of new methods and means have an educational rôle to play and if they fail to fulfil this rôle the whole undertaking suffers.

119. A foreman, a charge hand, a supervisor or an agricultural engineer by acting as an educator and trainer, facilitates his own task, helps his career along and may also benefit financially.

120. If we accept these premises we are forced to recognize that the shortage of staff is perhaps not the fundamental cause, or one of the fundamental causes, of the delays and failures, but, so to speak, the result of an inadequate mobilization of available human resources which, in turn, is the consequence of a limited and insufficiently flexible concept of adult education. One sound way of mobilizing the human resources needed for the expansion of adult education surely lies in appealing simultaneously to common sense as well as to good will, in relying on moral and civic motivations no less than on material incentives.

121. Support for such mobilization takes a variety of forms: large-scale utilization of communication media (television, radio, newspapers, periodicals, etc.) and above all, the establishment of a far-reaching network of contacts between all those with something to teach and all those in need of that knowledge.

2. Training

(a) Administrative and other senior staff

122. The foregoing, of course, in no way rules out the need for administrative and other senior staff with high-level professional qualifications. A growing number of universities and other establishments for advanced studies now grant a degree, a diploma, or a doctorate in adult education. Adult education, which was once regarded as merely constituting a field, i.e. a set of activities, has now become a discipline in its own right, based on scientific studies and research, and has won recognition within the universities. It may be asked what rôle universities have to play in a transformation which is now revealed as necessary and probably inevitable in adult education seen as a continuing process. It may well be primarily incumbent on the universities to take the initiative in this radical transformation while training for "general practitioners of adult education" should perhaps make way for a whole series of pluridisciplinary training courses.

123. The gradual introduction of educational technology and the use of the newly-devised multimedia systems have speeded up the diversification of the skills required and the division of educational tasks. The general teacher, the "one-man-band" for the transmission of knowledge, who was the linchpin of a system centred on the teacher rather than on the learner, must give way to a new type who will be a member of a multidisciplinary team. The composition of the teams of specialists which will henceforward constitute the basis of adult education, will be based on a functional distribution of educational tasks. It should be pointed out that in the World Experimental Literacy Programme, pluridisciplinary teams were used whose extremely flexible make-up varied according to the overall or specific objective of each project.

124. Each of these specialists should be given the training appropriate to his future responsibilities. As far as the directors, planners and administrators of adult education are concerned, it is clear that they must have a thorough basic training in the socio-economic discipline. The responsibilities entailed in

running an adult education scheme are nowadays so complex that provision ought to be made for training in the public administration of education. We may note, in this respect, an increasingly acute awareness of the need to set up a satisfactory system of recruitment and in-service training. Some people advocate that training be linked to research, so as to produce minds receptive to necessary change and innovation. The in-service training of administrators could be made to include the temporary secondment of those concerned to other branches of adult education. It might be useful, for example, to organize exchanges between administrators responsible for the communication media and those responsible for programmes based on traditional methods.

125. It goes without saying that training for team work, unlike that still provided in a number of higher training institutions, cannot be divided into compartments. It is essential that the specialists should speak the same language and this can only be acquired through shared experience. The ideal would be to combine theoretical training in each of the specialities with practical pluridisciplinary training "on the job", each specialist becoming acquainted with the educational processes as a whole and, through concrete activities, discovering the fundamental principles and the practices involved in the specializations of other members of his team. The World Experimental Literacy Programme was a forerunner in this field in that it devised an undeniably effective system of operational seminars.

126. This consists of a practical exercise in multidisciplinary training acquired in the field, by and through actual tasks and involving actual concrete problems. It is simultaneously an exercise in method demonstration and in result demonstration covering the whole of an adult education process in abbreviated form - from analysis of a given situation through to evaluation of the educational activities undertaken during the exercise. By participating in an operational seminar, each specialist in a given field becomes acquainted with the working methods of the other specialists, so that a programmer can learn about the specific procedures and requirements of the planner and vice-versa. It is a self-training exercise of particular value for the retraining or refresher training of specialists in the various branches of adult education.

127. At present, few countries offer real facilities for the training of adult education specialists. Such training facilities must therefore be increased in the individual countries; study grants should enable capable individuals to carry on with their training and consideration should be given to the possibility of arranging exchanges of personnel and of organizing research and training courses for foreign specialists within the framework of particularly important adult education undertakings regarded as "centres of excellence".

(b) Educators

128. Until recently, the training of adult educators was relatively simple. The educational situations catered for by such training were often classroom situations with blackboard and organization as in a school. Life-long education with its goal of adaptability to change stresses the need for a very different type of teacher - and not only where adult education is concerned. It is no longer a question of teaching or educating from the front of the class but of helping to

learn, of providing motivation, of stimulating the acquisition of knowledge and creativeness, of knowing how to fade into the background at the right moment, of encouraging self-directed learning, which is now perhaps more important than the specific knowledge they impart. Educators must be prepared to understand the model to which their own behaviour corresponds, and be willing to accept the existence of other models. Adults no longer need masters and lecturers so much as advisors and animateurs. Educators must know how the adult learns, or, in other words, how the adult may be led to modify along particular lines what he knows, believes, thinks or does. He must know how to communicate with the learner. In a word, the abilities and qualities necessary for all those engaged in adult education and hence the key points on which their training should concentrate may be summed up as follows: (a) a knowledge of those being taught and of their environment; (b) competence in the elements which make up the programme content; (c) an ability to utilize the most appropriate methods and (d) psycho-sociological training, training in communication in particular.

129. The various qualities listed are only found among the best of those concerned with adult education. The teaching profession has been and with certain reservations, should increasingly be, a primary source of recruitment for adult education. Institutions responsible for the training of primary and secondary school teachers should ensure that their pupils or students are equipped to handle the education of any age group. When, however, it is a question of a type of adult education which combines education and vocational training, it may be asked whether it is not more effective to give teacher training to technicians from the same social and occupational background (foremen, agricultural agents) rather than to give technical training to professional teachers.

130. Attention should be paid to the training of those categories of personnel (authors and directors of educational programmes for cinema, radio and television; librarians; documentalists; evaluators and researchers) whose contribution to adult education is also of primary importance. As is true of the training of most education personnel, the quality of their special training will be all the better if they obtain it in institutions where instruction and actual practice are combined (as in a teaching hospital) and if it is kept up to date and added to through continual recourse to advisory and supporting services.

131. One thing would seem to be certain: whether adult education relies on professional teachers or technicians, these must first be trained, and primarily for a social rôle, they must become leaders and organizers. The training of teachers, many of whom are recruited on a part-time basis, can be carried out in an extremely short space of time provided that the objectives and methods of such training are clearly established, that emphasis is placed on the practical aspects of educational work and that the qualified instructors are available. This type of training can only provide a practical introduction and must be followed by further training on the job. In some cases, more particularly where distances represent a problem, it could be useful to provide for educational training or supporting services by radio or correspondence, provided there is a continuing feedback. As far as institutions are concerned, the training of teaching staff should not only be the responsibility of establishments such as teacher-training colleges but of a whole range of institutions and enterprises.

132. Whether in respect of training for administrative staff or teaching staff, the professional associations of adult educators have an undeniably vital rôle to play, more especially through their publications. These represent both a factor in the promotion of the profession and an indispensable link between all educators who, thanks to a sometimes modest bulletin, are able to find a sense of community in their successes and failures alike.

D. Development of adult education through international co-operation

133. International co-operation in adult education has undeniably made great strides over recent years, especially through conferences, group and individual tours, improved international circulation of an ever-increasing number of publications devoted to adult education, and the exchange of specialists - all this activity being stimulated and guided by a variety of intergovernmental, governmental and non-governmental organizations (cf. Document UNESCO/CONFEDAD/4).

134. It is generally agreed, however, that this international co-operation has been far from adequate and has not necessarily covered those basic aspects of adult education where it could be particularly advantageous.

1. Some important questions

135. It may be asked whether the key aspect of this question lies in the quantitative insufficiency of international co-operation and in the selection of those fields in which it takes place, or whether the main cause of shortcomings does not lie in the actual idea of international co-operation which is sometimes held and the way in which that co-operation is carried out.

136. While it is evident that any such critical examination of the concept of co-operation concerns much broader areas than that of adult education, the latter, given its close ties with economic, social and cultural development and, more generally speaking, with improvement in the quality of life, is very directly affected by the principles of international co-operation and the ways in which it is conducted.

137. It may be asked, for example, whether there is not a certain regrettable tendency to forget that aid, vital as it may be, is only one aspect of international co-operation and a tendency to replace the concept of co-operation with the concept of assistance - with all that this implies in the way of paternalistic distinctions between donor countries or bodies and recipient nations. There is a danger that this identification may lead to neglect of the substantial contributions which may be provided for the developing and the industrialized nations alike by systematic exchanges of information, experience, services and staff between States, irrespective of their particular ideologies and social structures.

138. It would seem to be in the higher interests of all countries to see that the gulf which separates the industrialized nations from those striving to build economic power should cease to grow deeper and broader. With this in mind, moreover, is it not essential, as the head of a highly industrialized nation recently affirmed, to ensure that the products of developing countries should find outlets and stable market prices and to look for ways of eradicating that basic injustice represented by rising prices for industrialized products accompanied by unchanging

or even falling prices for raw materials? In the same order of ideas it would surely seem desirable to keep a close watch to ensure that the essential financial participation of the more powerful states in the development of the less powerful, whether through bilateral or multilateral arrangements, is not accompanied by pressures, or even by all sorts of constraints.

139. These are, it is true, questions which go beyond the direct scope of this conference, and for which there are no ready-made solutions, but adult education surely has a part, and an outstanding part, to play in ensuring that the concept of genuine international co-operation should be increasingly accepted by public opinion and increasingly reflected in governmental practice.

2. Priority fields ...

140. The fields in which the need for international co-operation, mainly comprising exchanges, co-ordination, and technical and financial assistance, is most keenly felt vary greatly from one country to another. On the basis of the experience acquired over the last ten years, and at a time when States are moving towards application of the concept of life-long education, we can none the less try to identify certain requirements which are common to most countries. These include:

planning of adult education;

comparative studies;

development of libraries and specialized documentation services;

introduction or expansion of modern means of communication and learning facilities (possibly by setting up centres for experimenting with teaching techniques);

educational research and training, training of adult education personnel (with the participation of universities and research centres) and evaluation;

training of adult education staff for major development projects (in rural areas, urban areas, etc.);

organization and administration of adult education activities.

3. ... and forms of co-operation

141. Increased exchange between nations of experiences, documentation, services, and staff requires on the one hand, the co-operation of national co-ordinating bodies and, on the other, the co-operation of a wide variety of regional or international bodies: certain Specialized Agencies of the United Nations and, more especially Unesco; such international organizations as the International Federation of Workers' Education Associations and the International Congress for University Adult Education, to mention only two examples; and such regional bodies as the African Adult Education Association and the Asian and South Pacific Bureau of Adult Education.

142. In this connexion, it has been asked in several Member States whether, in spite of the serious problems of organization and financing to which such action would inevitably give rise, consideration should not be given to the possibility of setting up a world adult education association. It will be recalled that this question was already examined by the Montreal Conference and that the proposal put forward along these lines failed to receive sufficient support.

143. With regard to technical and financial assistance to developing countries in respect of adult education, it must be recognized that the volume of such assistance, even though it has significantly increased over recent years, has not been sufficient to meet requirements, having regard to the rôle which adult education can and must play in the development process. This inadequacy has been apparent in respect of both bilateral and multilateral assistance.

144. Additionally, it should be noted that the frequent dispersion of effort, the lack of co-ordination and the cumbersome administration of certain specialized bodies have helped to reduce the effectiveness of the aid provided. It may reasonably be hoped that the Country programming of assistance introduced by the United Nations will help to eradicate these operational shortcomings.

145. It is also clear that developing countries often hesitate to include adult education among those tasks to which they give absolute priority, either because, rightly or wrongly, they feel that there are more urgent needs to be met, or because they are afraid that the aid bodies will not give the funds to this field which they would be prepared to provide for activities considered as offering a more immediate and direct return.

146. What is involved in both cases is an underestimation of the functional rôle of adult education, especially in development, and a tendency which still prevails to regard it as a consumer item and not as an investment.

147. Development projects drawn up by Member States should surely include, when it is felt to be necessary, an adult education component (at the levels of literacy, training of managerial personnel, job retraining, etc.) instead of continuing to treat such education as a peripheral activity lying outside the context of education and development.

148. It may be anticipated that such an approach would facilitate substantial expansion of the activities of the international and regional institutions for financing development on behalf of adult education, and in any case it would certainly be in line with the concept of functional education.

4. The rôle of Unesco

149. Since its foundation, Unesco has unceasingly encouraged international co-operation and exchanges in respect of adult education. The present conference is a concrete example of this aspect of Unesco's action. During the sixties, in accordance with the aims of the First Development Decade, the Organization undertook large-scale operational activities within the framework of the World Experimental Literacy Programme and made a direct contribution to devising, implementing and disseminating the concept of functional literacy.

150. In spite of the fact of funds being very far from adequate to meet the growing needs in respect of adult education and despite the consequent dimensions of its task, Unesco must expand its action in the years ahead, concentrating on priority objectives clearly defined in terms of their foreseeable impact firstly on the development of intellectual exchanges in adult education and, secondly, on assistance to Member States in devising programmes and projects for functional adult education linked to economic, social and cultural development objectives. Among its activities to promote the expansion and renewal of adult education in the context of life-long education Unesco could:

identify any new ideas which emerge in adult education and ensure wide dissemination of the methods and findings;

complete the evaluation of the World Experimental Literacy Programme and make the results available to the international community;

promote the integration of education in general, and adult education in particular, into economic and social development plans, and press for all educational activities to be taken into account in educational planning;

encourage the optimal use of school and non-school types of establishment, modern educational methods and techniques and the mass media for the purposes of adult education; encourage the production of inexpensive technical aids;

continue its assistance in setting up institutions which offer an all-round education to specific socio-economic milieux and groups;

contribute to the implementation of training programmes for the various categories of adult education personnel;

encourage international and regional co-operation in research and help to make its results available;

facilitate joint action by governmental, intergovernmental and non-governmental institutions and organizations on behalf of democratic, life-long and functional education

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